



GLADSTONE
REGIONAL COUNCIL

**GENERAL MEETING NOTICE
AND AGENDA**

**TO BE HELD AT THE COUNCIL CHAMBERS – CIVIC CENTRE
101 GOONDOON STREET, GLADSTONE**

On Tuesday 5 May 2026

Commencing at 9.00am

**Leisa Dowling
CHIEF EXECUTIVE OFFICER**

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G/1. MAYORAL STATEMENT OF CURRENT ISSUES

G/2. CONFIRMATION OF MINUTES

G/2.1. CONFIRMATION OF GENERAL MEETING MINUTES FOR 21 APRIL 2026

Responsible Officer: Chief Executive Officer

Prepared By: Executive Secretary

Council Meeting Date: 5 May 2026

File Ref: CM7.2

Purpose:

Confirmation of the minutes of the General Meeting held on 21 April 2026.

Officer's Recommendation:

That the minutes of the General Meeting of Council held on 21 April 2026 be confirmed.

Attachments:

1. Minutes of the General Meeting of Council held on 21 April 2026.

G/3. DEPUTATIONS

G/4. OFFICERS' REPORTS

G/4.1. CONSIDERATION OF DA/1008/2014 – PRELIMINARY APPROVAL AND VARIATION TO THE PLANNING SCHEME FOR KIRKWOOD ROAD BULKY GOODS PRECINCT

Responsible Officer: General Manager Customer Experience

Prepared By: Principal Planning Lead

Council Meeting Date: 5 May 2026

File Ref: DA/1008/2014

Purpose:

The purpose of this report is to assess and decide a Change Application (Other) and Extension Application to DA/1008/2014.

Officer's Recommendation:

That Council approve:

1. Change Application (Other) to Development Application DA/1008/2014 for a Preliminary Approval including a Variation Request to vary the effects of the Gladstone Regional Planning Scheme 2017 Version 2 for development in accordance with the provisions of the Kirkwood Road Commercial Centre Code Material Change of Use including a Preliminary Approval for Advertising Devices, Car Wash, Child Care Centre, Educational Establishment (Swim School), Food and Drink Outlet, Garden Centre, Hardware and Trade Supplies, Health Care Services, Indoor Sport and Recreation, Office, Service Station, Shop (including Supermarket), Showroom and Veterinary Services at Lot 1, 2 and 3 Kirkwood Road, Kirkwood QLD 4680 more formally described as Lot 1, 2 and 3 on SP341685. The approval is subject to reasonable and relevant development conditions contained within Attachment 3 to the Officer's Report; and
2. Extension Application to Development Application DA/1008/2014 for a Preliminary Approval including a Variation Request to vary the effects of the Gladstone Regional Planning Scheme 2017 Version 2 for development in accordance with the provisions of the Kirkwood Road Commercial Centre Code Material Change of Use including a Preliminary Approval for Advertising Devices, Car Wash, Child Care Centre, Educational Establishment (Swim School), Food and Drink Outlet, Garden Centre, Hardware and Trade Supplies, Health Care Services, Indoor Sport and Recreation, Office, Service Station, Shop (including Supermarket), Showroom and Veterinary Services at Lot 1, 2 and 3 Kirkwood Road, Kirkwood QLD 4680 more formally described as Lot 1, 2 and 3 on SP341685 for five additional years. The approval will now lapse 7 December 2032.

Summary of Application:**Application Details:**

Application Number:	DA/1008/2014
Applicant/s:	Kirkwood LFR Development Pty Ltd (ACN: 683 516 592) ATF Kirkwood LFR Development Trust (ABN: 92 966 344 969)
Lodgement Date:	15 July 2025
Approval Sought:	Change application (Other) Extension Application
Description of Proposal:	Change application (Other) – Amendments to Plan of Development and Development Code and inclusion of Childcare Centre, Educational Establishment (Swim School) and Shop (Supermarket) Extension Application – Five additional years to 7 December 2032
Category of Assessment:	Impact
Related Applications:	DA/10762/2008 Preliminary Approval for Change in Zone from Urban Expansion to Residential and Development Permit for Reconfiguring a Lot (five into 643 lots (stages four to 21)) DA/1008/2014 Preliminary Approval for a Change in Zone from Urban Expansion to Commercial Zone (Showrooms 44,000m ² in six phases) and Development Permit for a Reconfiguring a Lot (two into five Lots and road reserve in four Stages) DA/6/2024 Development Permit for Reconfiguring a Lot (two into three lots) DA/54/2025 Development permit for Material Change of use for Shop (Supermarket)
Internal Referral/s:	Asset Planning Environment Conservation Development Engineering Economic, community and Planning needs peer review (external consultant)
Referral Agencies/s:	Ergon Energy State Assessment and Referral Agency (SARA)
Number of Submission/s:	One properly made
Assessment Officer:	Candace Canniffe

Site Details:

Owner/s:	Walker Gladstone Pty Ltd A.C.N. 151 756 820
Street Address:	Lot 1, 2 and 3 Kirkwood Road, Kirkwood QLD 4680
Real Property Description:	Lot 1, 2 and 3 on SP341685
Zone/s:	Emerging community

Planning Scheme Details:

Planning Scheme:	Gladstone Regional Council Planning Scheme V2
Assessment benchmarks:	<p>State Planning Policy July 2017:</p> <ul style="list-style-type: none"> a) State Interest – Water Quality b) State Interest – Biodiversity <p>Gladstone Regional Council Planning Scheme V2:</p> <ul style="list-style-type: none"> a) Strategic Framework b) Airport Environs Overlay Code c) Biodiversity Overlay Code d) Bushfire Hazard Overlay Code e) Flood Hazard Overlay Code f) Steep Land Overlay Code g) Emerging Community Zone Code h) Development Design Code i) Landscaping Code j) Local Government Infrastructure Plan <p>DA/10762/2008 Preliminary Approval for Change in Zone from Urban Expansion to Residential and Development Permit for Reconfiguring a Lot (five into 643 lots (stages four to 21))</p> <p>DA/1008/2014 Preliminary Approval for a Change in Zone from Urban Expansion to Commercial Zone (Showrooms 44,000m² in six phases) and Development Permit for a Reconfiguring a Lot (two into five Lots and road reserve in four Stages)</p> <p>DA/6/2024 Development Permit for Reconfiguring a Lot (two into three lots)</p> <p>DA/54/2025 Development permit for Material Change of use for Shop (Supermarket)</p>

SUBJECT SITE

The sites are located at Lots 1, 2 and 3 Kirkwood Road, Kirkwood QLD 4680 more formally described as Lots 1, 2 and 3 on SP341685. The Emerging Community sites are located within the western portion of the Forrest Springs Estate having a total area of 57.657 hectares. The sites are burdened by Easement A for the purpose of Weegool Road running east/west and Easement B for electricity supply (Ergon). Sealed access is offered by Kirkwood Road however the site remains largely unimproved. Figure One provides an aerial image of the site whilst Figures Two and Three provide an illustration from the Kirkwood Road and Weegool Road frontages.

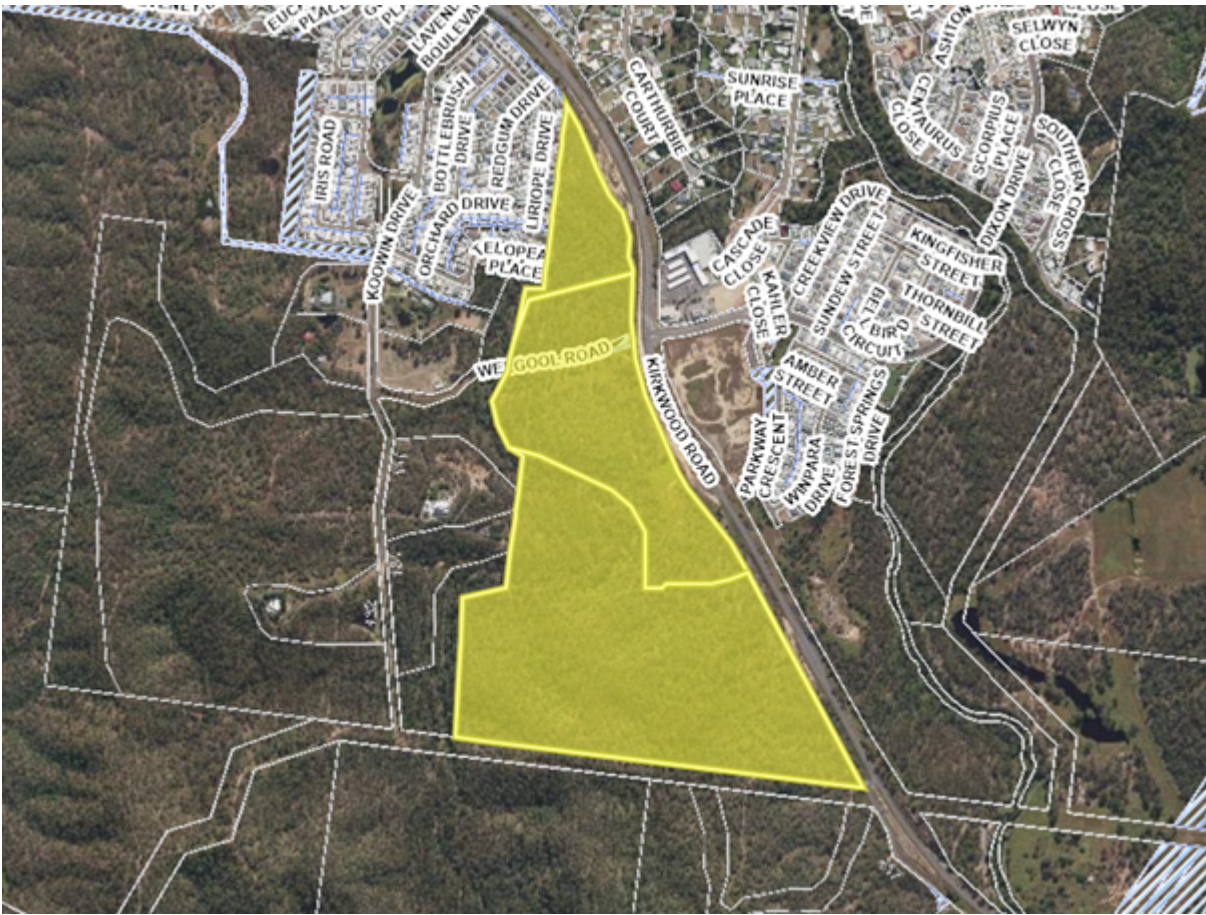


Figure One: Aerial View of Site



Figure Two: Site from Kirkwood Road



Figure Three: Site from Weegool Road

Background:

DA/10762/2008:

On 18 July 2008 Council received the original application for the Forest Springs estate. The current Changed Decision Notice dated 4 July 2016 supports a Preliminary Approval for Change in Zone from Urban Expansion to Residential and Development Permit for Reconfiguring a Lot (five into 643 lots (stages four to 21)). The Kirkwood Road Commercial Centre is proposed to be located over approved Stage 10 which is illustrated below in Figure Four. This preliminary approval has no lapse date as the development has been substantially started.



Figure Four: Approved Plan of Reconfiguration for the Forest Springs Estate

DA/1008/2014:

On 10 June 2014 Council received an application for a Preliminary Approval for a Change in Zone from Urban Expansion to Commercial Zone (Showrooms 44,000m² in six phases) and Development Permit for a Reconfiguring a Lot (two into five Lots and road reserve in four stages) over Stage 10 of the Forest Springs Estate. The Consent Order is the most recent decision which is dated 7 December 2017. This Change Application (Other) and Extension Application was lodged and considered properly made on 15 July 2025. Figure Five illustrates the approved Plan of Development and Plan of Reconfiguration.



Figure Five: Approved Plan of Development and Plan of Reconfiguration

DA/54/2024:

On 15 July 2025, Council received an application for a Development Permit for Material change of use for a Shop (Supermarket) over Lot 2 Kirkwood Road, Kirkwood formally described as Lot 2 on SP341685. The proposal is being assessed against the Gladstone Regional Council Planning Scheme 2017 version 2 (the Planning Scheme) and not the Plan of Development and Development Code under DA/1008/2014. The assessment and decision of this proposal is to occur concurrently with this application.

DA/6/2024:

On 23 February 2023 Council received an application for a Development Permit for Reconfiguring a Lot (two into three lots) which was approved on 22 April 2024. The survey plan was signed and registered creating Lots 1, 2 and 3 being the sites for which this application is lodged. Figure Six provides an illustration of the approved Plan of Reconfiguration.

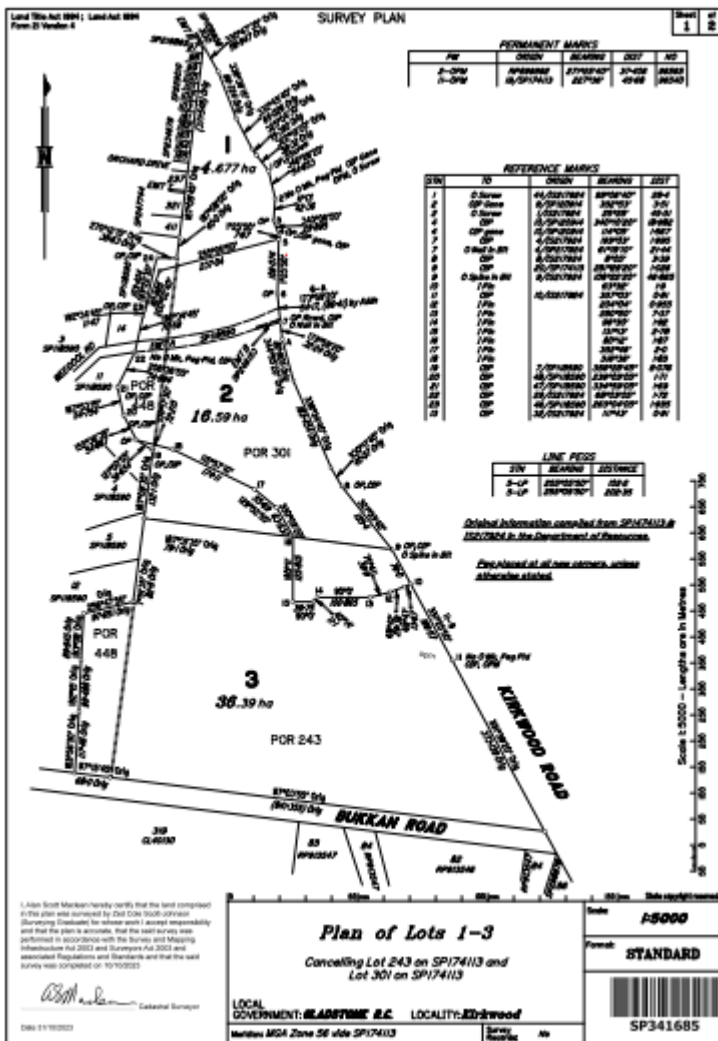


Figure Six: Approved Plan of Reconfiguration

Pre-lodgement Meeting:

A Pre-lodgement Meeting was held on 29 April 2025 with minutes issued on 3 June 2025 raising the following:

- The intention to lodge both the Change Application (Other) and Extension Application along with the Development Application for the Shop (Supermarket) concurrently
- Discussion around the number of proposed changes to be included in the Change Application (Other) including phasing and that to the Plan of Development and Development Code and the reasons for the currency extension
- Discussion around likely infrastructure charges related to the Shop (Supermarket), and
- Required specialist reports and vegetation clearing provisions under the *Temporary Local Planning Instrument 01/2024 Operational Work in Biodiversity Overlay*.

Information Request:

An Information Request was issued on 13 August 2025 which raised the following:

- Justification for the proposed large Shop uses via the Economic Impact Assessment
- Justification for the extension to the currency period
- Assessment against the Planning Scheme and the relevant assessment benchmarks inclusive of required updated technical reports
- Requirements for updated traffic, water, sewer and stormwater modelling; and
- Plan amendments to include the historic grave site on Lot 1.

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A response to the Information Request was received on 31 October 2025 with the following provided:

- Revised Economic Need Assessment justifying the large Shop uses
- Response to the outstanding Planning Scheme assessment benchmarks including technical reports
- Amendments to the Plan of Development and Development Code
- Amended traffic, water, sewer and stormwater modelling; and
- Amended plans inclusive of the historic grave site on Lot 1.

Further Advice:

Council Officers issued an initial request for Further Advice to the Applicant on 27 January 2026. Notable items included:

- Concerns that the large Shop uses would undermine the existing Centre’s which would otherwise be located within the Specialised Centre Zone
- Concerns that the increase of Shop floor space from 14% to 30% total Gross Floor Area would undermine the existing Centre’s; and
- A response to the submission received.

A second Further Advice Notice was issued to the applicant on 9 February 2026. Notable items included:

- Amendments to the Plan of Development and Development Code to align with the structure of the Planning Scheme
- Amendments to the Traffic Impact Assessment design for a horizon as per the Engineering Design Planning Scheme Policy within the Planning Scheme
- Amendments to the water and sewer modelling using demand calculations based upon the Engineering Design Planning Scheme Policy within the Planning Scheme; and
- Amendments to bushfire and ecological reports to protect vulnerable uses from bushfire hazard and protect bank stabilisation to the adjacent waterway located to the west of the site.

The Applicant responded to both Further Advice Notices on 5 March 2026 which generally satisfied the matters raised.

Proposal:

The Applicant seeks a Change Application (Other) to the Preliminary Approval and an Extension Application to extend the currency period with the details of the existing approval and proposed changes listed below:

Existing Approval	Proposed Change
Built Form and Development Characteristics	
Gross Floor Area 44,000m ² 1,355 parking spaces Car Wash, Food and Drink Outlet, Garden Centre, Hardware and Trade Supplies, Health Care Services, Indoor Sport and Recreation, Office, Service Station, Shop, Showroom and Veterinary Services Reconfiguration of a Lot (Two into Five Lots) Entry statements provided on each new road	Gross Floor Area 44,000m ² 1,469 parking spaces Car Wash, Child Care Centre, Educational Establishment (Swimm School), Food and Drink Outlet, Garden Centre, Hardware and Trade Supplies, Health Care Services, Indoor Sport and Recreation, Office, Service Station, Shop (including Supermarket), Showroom and Veterinary Services Reconfiguration of a Lot removed (already acted upon) Entry statements provided on each new road

Buildings to have at least two colours and various materials	Amended plans to include public art/murals. The public art/murals are to cover a minimum of 70% of the building façades and pay tribute to the Gladstone Region
Plan of Development and Development Code	
Six Phases Kirkwood Road Commercial Centre Code to override the Planning Scheme	Three Phases Kirkwood Road Commercial Centre Code to override the Planning Scheme with changes including: <ul style="list-style-type: none"> • Amended to reflect the structure of the Planning Scheme • Amendments to table of assessment for Biodiversity and Bushfire Hazard Overlay • Development Design and Landscaping Codes now included for Accepted Development Subject to Requirements provisions • Allowance of Shops to be 30% of total Gross Floor Area • Allowance for large Shop uses (otherwise known as large retail format) • Allowance for Shop (Supermarket); and • Reconfiguring of a Lot and Operational Works to be assessed under current Planning Scheme.
Engineering and Construction	
As Part of Phase One construct Weegool Road and the Kirkwood Road / Dixon Drive / Weegool Road intersection (including water and sewer augmentations) As part of Phases One or Two construct Forest Springs Drive West and the Forest Springs Drive West / Kirkwood Road intersection (including water and sewer augmentations)	As Part of Phase One construct Weegool Road and the Kirkwood Road / Dixon Drive / Weegool Road intersection (including water and sewer augmentations) As part of Phases One or Two construct Forest Springs Drive West and the Forest Springs Drive West / Kirkwood Road intersection (including water and sewer augmentations) Both these items are LGIP identified necessary trunk infrastructure and will be subject to offsets from any future infrastructure charges notice.
Currency Period	
Current currency period is until 7 December 2027	Extension Application request for new currency period to 7 December 2032 (five additional years)

Figure Seven illustrates the proposed layout and staging of the development.

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- The amendments made to the Plan of Development and Development Code suitably reflect the Planning Scheme structure and is an improved outcome to that already approved.

External Referral:

The Development Application was referred to Ergon Energy as an Advice Agency due to the site being burdened by a 11kV electricity cable. Ergon Energy approved the proposal on 24 July 2025 with no notable comments.

It was also referred to the State Assessment and Referral Agency (SARA) for development impacting on state transport infrastructure as required by the thresholds under Schedule 20 of the Planning Regulation 2017. The SARA issued a referral agency response with no requirements on 17 November 2025.

Public Notification and Submissions:

Public notification was undertaken between 6 November 2025 to 19 December 2025 (30 business days) with one properly made submission received. The matters raised and Councils response has been included below:

Matter raised Submissions	How matters have been dealt with
The development is not of a type and scale appropriate for the prevailing nature of the area and the circumstances of the site and its surrounds.	The Change Application (Other) does not propose an increase in the approved Gross Floor Area of 44,000m ² . The subject sites are located within the Emerging Community Zone on 57.657 hectares of vacant land. A development of the size and scale proposed is only suitable within this zone given the absence of other appropriately zoned land such as the Specialised Centre Zone and demonstrated need.
The development is not envisaged by the Planning Scheme. The Planning Scheme identifies the major Shopping Centre for Kirkwood Road is bound on the corner of Kirkwood Road, Dixon Drive and Kahler Close. The Planning Scheme acknowledges that any further expansion is provided lower order retain and/or commercial uses which services the immediate future Kirkwood community.	
The development will have unacceptable impacts on the Kirkwood Road Shopping Centre as well as others within the surrounding network of centres.	The Economic Impact Assessment provided by the Applicant along with Council’s external economic review concluded that whilst spends at existing Centres would be reallocated to the proposal, such would be within acceptable limits.
The development has not adequately demonstrated in its application material sufficient detail to support approval of the proposed development.	The Applicant has provided an assessment against the Planning Scheme, improved the Development Code to align with the structure of the Planning Scheme, Economic Impact Assessment and updated engineering works technical studies to justify the changes to the existing Preliminary Approval.
The Planning Scheme establishes a clear intent for a Specialised Centre to not compromise retailing that is a regularly visited such as small Shops (including supermarkets) and Shopping Centres.	The Economic Impact Assessment provided by the Applicant along with Council’s economic review concluded that increasing the Gross Floor Area of Shops to 7,500m ² subject to limiting some Shop uses to a minimum of 500m ² was appropriate for the catchment

<p>The proposed development does not comply with the Planning Scheme, and there are no relevant matters to approve the proposed development despite the non-compliance.</p>	<p>and the anticipated population growth within the area.</p> <p>Other relevant matters that support the proposal include:</p> <ul style="list-style-type: none"> • The proposal will not have an adverse impact on existing Centres • There is demonstrated need for the proposal and this need is increasing as the Region grows • All development engineering matters can be resolved via conditions of approval; and • There is no other suitably zoned land such as Centre or Specialised Centre for the proposal of this nature to be located.
<p>The Kirkwood Road Commercial Centre Code is poorly drafted. The Categories of development and assessment, and the assessment benchmarks for assessable and accepted development requirements do not appropriately consider the scale of intensity and associated operational impacts of the land uses. It has not considered the consequences in regards to function of the centre within the centre hierarchy.</p>	<p>The Development Code has been redrafted to reflect the structure of the Planning Scheme by:</p> <ul style="list-style-type: none"> • Including the Development Design and Landscaping Codes as applicable benchmarks for Accepted Development Subject to Requirements • Removing Operational Work and Reconfiguring a Lot triggers and referring to the Planning Scheme for future proposals; and • Improving the ‘line of sight’ from Acceptable Outcomes to the Overall Outcomes. <p>It is considered that the amended Development Code is a vast improvement to that currently approved.</p>
<p>A peer review of the Economic Needs Assessment was carried out by Urban Economics. Matters raised included:</p> <ul style="list-style-type: none"> • The piecemeal nature of the development by submitting a standalone supermarket application (DA/54/2025), and adding additional uses of a Child Care Centre and Educational Establishment (Swim School) • The cumulative impacts of the proposed development should be assessed as such (i.e. individual land use economic assessments do not reflect the typical trade area for large format shops) • Provided an analysis of retail expenditure that is deficient and cannot be relied upon to make an informed decision • A report that does not address the existing provisions of stores or floorspace within the defined category niche 	<p>The Economic Impact Assessment provided by the Applicant along with Council’s economic review concluded that the proposal as amended would deliver a net positive benefit to the community with the amendments to Shop and larger Shop uses being acceptable for the growing catchment an absence of other available centre type uses.</p>

<ul style="list-style-type: none">• Does not contemplate the supply of appropriately zoned sites which could accommodate the development• Has not demonstrated any gap in the provision of large Shop floorspace within Gladstone which cannot be met within existing centres; and• The Applicant has failed to provide a Need and Economic Impact Assessment that is prepared in accordance with the Community and Economic Needs Assessment Planning Scheme Policy.	
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Assessment:

The assessment is contained within Attachment 1.

Infrastructure Charges:

No levied charge will be issued as the proposal is for a Preliminary Approval. Future Development Permits however will be supplied a levied charge under the infrastructure charges resolution at the time of issue.

As the preliminary approval does not permit development to occur, a levied charge has not been raised. Infrastructure charges will be raised at later dates where Development Permits or Building Permits are issued.

Queensland Human Rights Act 2019:

An assessment has been carried out against the 23 human rights which the *Queensland Human Rights Act 2019* protects. It is considered that the recommendation made herein does not jeopardise any human rights.

Anticipated Resolution Completion Date:

The Extension Application approval sees the currency extended to 7 December 2032. Condition 5 of the approval requires that the development to be completed within 12 years of the first land use commencing.

Attachments:

1. Assessment, conditions of approval and statement of reasons
2. Development plans
3. Kirkwood Road Commercial Centre Code
4. Properly made submission

G/4.2. CONSIDERATION OF DEVELOPMENT APPLICATION DA/54/2025 MATERIAL CHANGE OF USE FOR SHOP (SUPERMARKET) AS PART OF FOREST SPRINGS BULKY GOODS PRECINCT

Responsible Officer: General Manager Customer Experience

Prepared By: Principal Planning Lead

Council Meeting Date: 5 May 2026

File Ref: DA/54/2025

Purpose:

The purpose of this report is to assess and decide development application DA/54/2025 for a Material Change of Use of Premises for a Shop (Supermarket) at Lot 2 Kirkwood Road, Kirkwood QLD 4680.

Officer's Recommendation:

That Council approve Development Application DA/54/2025 for a Material Change of Use of Premises for a Shop (Supermarket) at Lot 2 Kirkwood Road, Kirkwood QLD 4680 more formally described as Lot 2 on SP341685. The approval is subject to reasonable and relevant development conditions contained within Attachment 3 to the Officer's Report.

Summary of Application:

Application Details:

Application Number:	DA/54/2025
Applicant/s:	Kirkwood LFR Development Pty Ltd (ACN: 683 516 592) ATF Kirkwood LFR Development Trust (ABN: 92 966 344 969)
Lodgement Date:	16 July 2025
Approval Sought:	Development Permit
Description of Proposal:	Material Change of Use for Shop (Supermarket)
Category of Assessment:	Impact
Related Applications:	DA/10762/2008 Preliminary Approval for Change in Zone from Urban Expansion to Residential and Development Permit for Reconfiguring a Lot (five into 643 lots (stages four to 21)) DA/1008/2014 Preliminary Approval for a Change in Zone from Urban Expansion to Commercial Zone (Showrooms 44,000m ² in six Phases) and Development Permit for a Reconfiguring a Lot (two into five Lots and Road Reserve in four Stages) DA/6/2024 Development Permit for Reconfiguring a Lot (two into three lots)
Internal Referral/s:	Asset Planning Environment and Conservation Development Engineering Economic, Community and Planning needs peer review (external consultant)
Referral Agencies/s:	Ergon Energy
Number of Submission/s:	Two properly made
Assessment Officer:	Candace Canniffe

Site Details:

Owner/s:	Walker Gladstone Pty Ltd A.C.N. 151 756 820
Real Property Description:	Lot 2 on SP341685
Zone/s:	Emerging community

Planning Scheme Details:

Planning Scheme:	Gladstone Regional Council Planning Scheme V2
Assessment benchmarks:	<p>State Planning Policy July 2017:</p> <ul style="list-style-type: none"> a) State Interest – Water Quality b) State Interest – Biodiversity <p>Gladstone Regional Council Planning Scheme V2:</p> <ul style="list-style-type: none"> a) Strategic Framework b) Airport Environs Overlay Code c) Biodiversity Overlay Code d) Bushfire Hazard Overlay Code e) Flood Hazard Overlay Code f) Steep Land Overlay Code g) Emerging Community Zone Code h) Development Design Code i) Landscaping Code j) Local Government Infrastructure Plan <p><i>DA/10762/2008</i> Preliminary Approval for Change in Zone from Urban Expansion to Residential and Development Permit for Reconfiguring a Lot (five into 643 lots (stages four to 21))</p> <p><i>DA/1008/2014</i> Preliminary Approval for a Change in Zone from Urban Expansion to Commercial Zone (Showrooms 44,000m² in six Phases) and Development Permit for a Reconfiguring a Lot (two into five Lots and Road Reserve in four Stages)</p> <p><i>DA/6/2024</i> Development Permit for Reconfiguring a Lot (two into three lots)</p>

SUBJECT SITE

The Emerging community site is located at Lot 2 Kirkwood Road, Kirkwood QLD 4680 more formally described as Lot 2 on SP341685 and forms part of the overall Forest Springs Estate. The site is afforded an area of 16.59 hectares with Easement A for the purpose of Weegool Road running east/west and Easement B for electricity supply (Ergon). Sealed access is offered by Kirkwood Road however the site remains largely unimproved. Figure One provides an illustration of the site whilst Figures Two and Three provide an illustration from the Kirkwood Road and Weegool Road frontages.



Figure One: Aerial View of Site



Figure Two: Site from Kirkwood Road



Figure Three: Site from Weegool Road

Background:

DA/10762/2008:

On 18 July 2008 Council received the original application for the Forrest Springs estate. The current Changed Decision Notice dated 4 July 2016 supports a Preliminary Approval for Change in Zone from Urban Expansion to Residential and Development Permit for Reconfiguring a Lot (five into 643 lots (stages four to 21)). The proposal is located over approved Stage 10 which is illustrated below in Figure Four. This preliminary approval has no lapse date as the development has been substantially started.



Figure Four: Approved Plan of Reconfiguration for the Forrest Springs Estate

DA/1008/2014:

On 10 June 2014 Council received an application for a Preliminary Approval for a Change in Zone from Urban Expansion to Commercial Zone (Showrooms 44,000m² in six Phases) and Development Permit for a Reconfiguring a Lot (two into five Lots and Road Reserve in four Stages) over Stage 10 of the Forest Springs Estate. The Court Order is the most recent decision which is dated 7 December 2017. A Change Application (Other) was lodged and considered properly made on 15 July 2025 which remains under assessment. Part of the application includes an amendment to the Plan of Development to allow for a Supermarket in the Northern Precinct for which this application is proposed. Figure Five illustrates the approved Plan of Development and Plan of Reconfiguration.



Figure Five: Approved Plan of Development and Plan of Reconfiguration

DA/6/2024:

On 23 February 2023 Council received an application for a Development Permit for Reconfiguring a Lot (two into three lots) which was subsequently approved on 22 April 2024. The survey plan was subsequently signed and registered with Lot 2 being the site for which this application is lodged. Figure Six provides an illustration of the approved Plan of Reconfiguration.

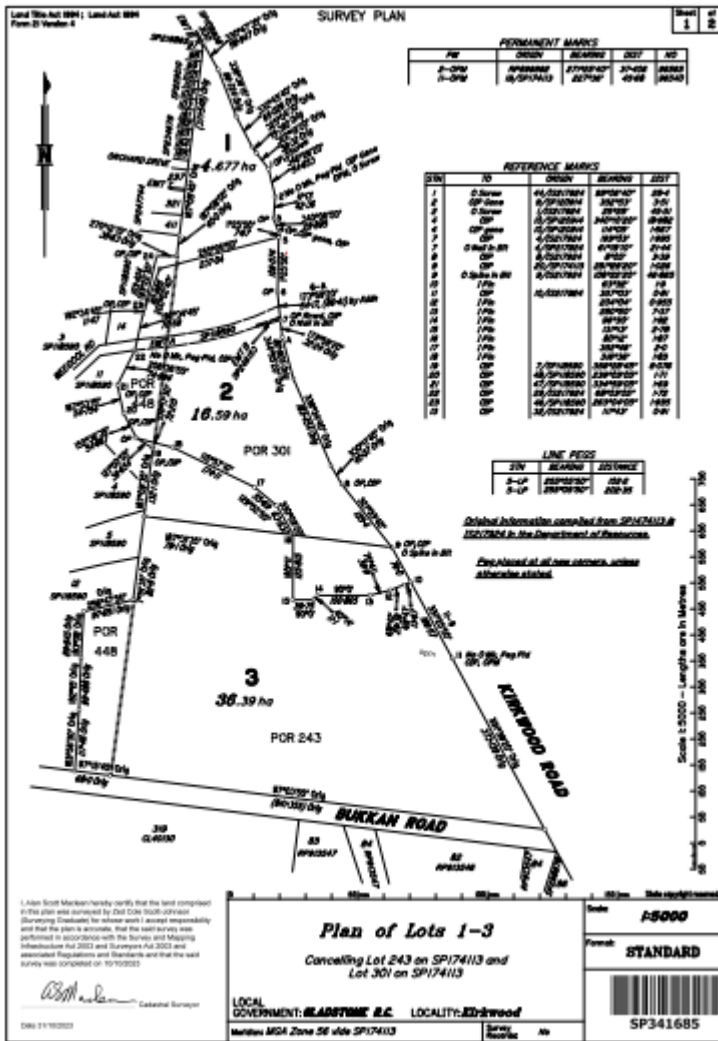


Figure Six: Approved Plan of Reconfiguration

Pre-lodgement Meeting:

A pre-lodgement meeting was held on 19 November 2024 (PL/34/2024) with amended minutes issued on 3 December 2024. Matters raised included:

- The application to be lodged not associated with the existing Preliminary Approval DA/1008/2014 for Showroom site.
- Staging in relating to the construction of the new road and intersection to Kirkwood Road.
- Infrastructure charges.

Information Request:

An information request was issued on 6 August 2025 which raised the following matters:

- Providing an amended building layout in accordance with the Bushfire Management Plan.
- Providing a buffer to the MSES Regulated Vegetation and MSES watercourse.
- Providing a Species Management Plan and amended Environmental Assessment Report.
- Providing water and sewer demand calculations as well as revised Traffic Impact Assessment and flood study assumptions.

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A response to the information request was received on 2 October 2025 with the following provided:

- Firefighting can occur from the rear of the site via the internal service lanes per the Bushfire Management Plan.
- A 50m buffer is not proposed to the MSES Regulated Vegetation with a 25m buffer proposed to the centreline of the MSES watercourse.
- Water and sewer demand calculations provided as well as a revised Traffic Impact Assessment.
- Confirmation that the proposed development area is outside of the 1% AEP event and 1 in 500 AEP event areas. The proposal is also unlikely to impact local flood characteristics of the surrounding areas.

Council accepted the applicant's response to items relating to:

- bushfire management,
- species management plan to be conditioned,
- traffic impact assessment,
- flood study assumptions.

Further Advice:

Council Officers issued a request for further advice to the applicant on 27 November 2025. Notable items included:

- In response to the submissions received, Council engaged an economic needs consultant to peer review the applicant's initial economic and community needs assessment, the two submissions, and the applicant's response. The peer review identified issues related to the catchment area, the relevance of approved supermarket at Glen Eden (Council reference DA/505/2012) and the timing of the need for the supermarket.
- The applicant's response to the MSES buffer to the watercourse was insufficient based on the measurements being taken from the centre of the watercourse rather than the high bank and concerns about mass movement, gully erosion and stream bank erosion.
- The applicant's water and sewerage demand calculations were not carried out in accordance with policy.

The applicant responded to the request for further advice in full on 17 December 2025. Outstanding matters can be reasonably conditioned.

Proposal:

The applicant seeks a Development Permit for a Material Change of Use of Premises for a Shop (Supermarket). Under the Planning Scheme, a Shop is defined as *premises used for the display, sale or hire of goods or the provision of personal services or betting to the public.*

The proposal includes a total Gross Floor Area (GFA) of 3,992m² inclusive of 3,368m² for the Shopping Centre as well as 2,790m² of landscaping. A total of 190 vehicle parking spaces are provided inclusive of vehicle, motorcycle, online collection and taxi set down as well as 20 for bicycles.

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Several infrastructure upgrades are proposed including:

- Stormwater collected via pipe networks during minor storms and directed towards a bio-retention basin for Stormwater Quality Treatment.
- Major development flows shall be directed via overland flow paths to Carthurbie Creek.
- Weegool Road upgraded with a new signalised intersection a Kirkwood Road, Dixon Drive and Weegool Roads.
- A new 150mm sewer extension from Dixon Drive under Kirkwood Road through to the development site, and
- A new 150mm water extension from Kirkwood Road into the Weegool Road road reserve as well as new water meter will also be installed.

Figures Seven and Eight provide an illustration of the proposal plans.

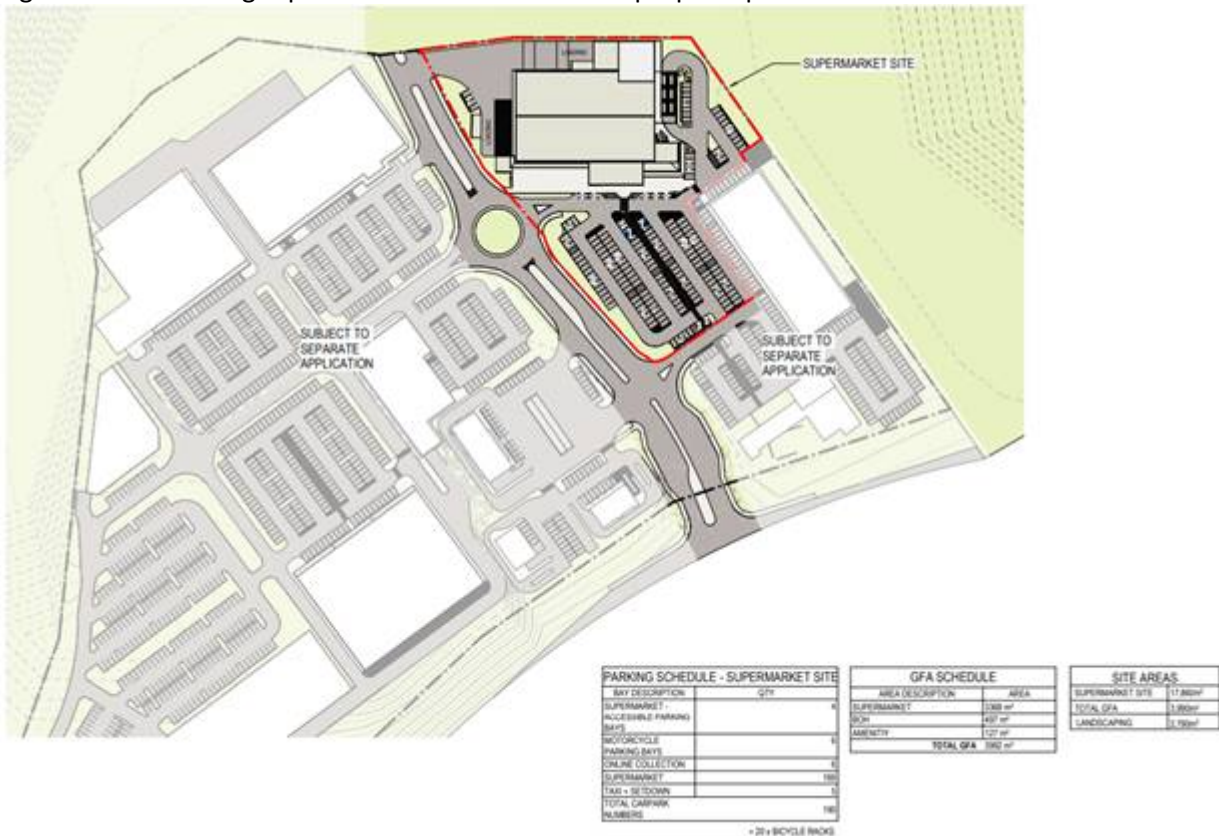


Figure Seven: Proposed Site Plan

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Environment and Conservation internal referral suggests the applicant has failed to demonstrate compliance with assessment benchmarks of the Biodiversity overlay code.

Development Engineers

Council’s consulting Development Engineers accepted the applicant’s submitted connections to Council’s water supply and sewerage network and the stormwater management plan. Concern was raised on the potential change to the flood level and impacts on site since the last flood study was carried out for the site by Cardno in 2015. Based on advice from the Development Engineers, the applicant provided an additional Climate Change Assessment to confirm that the latest Australia Rainfall and Runoff version 4.2 does not change the outcomes of the Cardno 2015 Flood Study. This was accepted as an appropriate outcome to demonstrate compliance with the Flood hazard overlay code and the stormwater management plan. The Development Engineers were comfortable with the applicant’s response to the information request; no further issues were raised.

External Referral:

The development application was referred to Ergon Energy as an advice agency due to the site being burdened by a 11kV electricity cable. Ergon Energy approved the proposal on 24 July 2025 with no notable comments.

Public Notification and Submissions:

Public notification was undertaken between 7 October to 28 October 2025 with a total of two submissions received. The matters raised and Council’s response has been included below:

Matter raised submissions	How matters were dealt with in reaching the decision
<p>The Economic Impact Assessment has clear failures in the establishment of a defined catchment and the economic impacts.</p>	<p>Council’s independent peer review of the applicant’s Need and Economic Impact Assessment (NEIA), by Norling Consulting, recognised the large catchment area yet exclusion of the majority of Gladstone’s full-line supermarkets from the economic impacts assessment. Council issued a further advice notice requesting the applicant provide further detail on the economic impacts to the existing supermarkets. The applicant responded with clarification from Deep End Services letter dated 4 December 2025 on how the applicant’s submitted NEIA has clearly identified the reason for the catchment area and the estimated economic impacts and the report’s methodologies.</p> <p>The applicant’s submitted NEIA and subsequent documentation from Deep End Services clearly identifies and justifies the economic impacts of the proposed Coles Supermarket.</p>
<p>There is no economic need, as the Economic Impact Assessment incorrectly suggests that there is an economic need for the proposed development that couldn’t otherwise be satisfied by existing suitably zoned land.</p>	<p>Council commissioned an independent peer review of the applicant’s NEIA, the two properly made submissions and the applicant’s response to the submissions prepared by Deep End Services. The review was carried out by Norling Consulting.</p>
<p>There is no planning need, as the land to the</p>	

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<p>east within the Centre Zone can comfortably accommodate the suggested undersupply of supermarket floorspace.</p>	<p>The independent peer review confirmed there is a strong level of community need for a second Coles supermarket to be added to the Gladstone urban area. The review also concluded there is a moderate level of economic need for a Coles supermarket to be added to the trade area with the level increasing to strong by 2030 as population grows.</p>
<p>Council should commission an independent peer review of the Economic Impact Assessment, to ensure that the development is not approved without proper assessment.</p> <p>If the independent peer review confirms the abovementioned issues, application should be refused on the basis that there is no need.</p>	<p>The independent review acknowledged that if weight is given to the existing Glen Eden supermarket approval the planning need is low. If no weight is given to it, then the planning need is moderate as a current need and increasing to strong in 2030. The Glen Eden supermarket approval is due to lapse on 19 June 2027. There is insufficient evidence that the Glen Eden supermarket approval (DA/505/2012) will progress to construction phase as no subsequent operational works approvals have been pursued by the developer during its currency period. Furthermore, the approved size, and the site limitations, confirms that the Glen Eden site does not provide the ability for a modern full-line supermarket and supporting shops/services. The independent review confirmed there is merit in discounting the Glen Eden supermarket approval from the planning need assessment.</p> <p>Overall, the proposed development is not expected to adversely affect the centre network.</p>
<p>The proposal is an inappropriate expansion of the Kirkwood Road Centre and is an inconsistent land use.</p>	<p>The applicant's submitted NEIA and Council's independent peer review has demonstrated there is no alternative location in existing Centre zoning to support a full-line supermarket with a modern floor size. This coupled with the demonstrated community need for a second Coles supermarket in the Gladstone urban area demonstrates the site is a suitable location for the development. This conclusion has considered the existing Kirkwood Road Centre's inability to provide sufficient developable area for a new full-line supermarket.</p>
<p>The proposal is inconsistent with DA/1008/2014 Preliminary Approval for a Change in Zone from Urban Expansion to Commercial Zone (Showrooms 44,000m² in six Phases) and Development Permit for a Reconfiguring a Lot (two into five Lots and Road Reserve in four Stages).</p>	<p>Under the current Preliminary Approval, the KRCCC does not support a supermarket use. However, the Other Change application proposes to change the KRCCC to support a Supermarket developed on site. The assessment of the Other Change supports this change, based on the NEIA and Council's independent review. Therefore, the proposed Supermarket under this development application is not an inconsistent land use within the KRCCC.</p>
<p>The application material does not clearly outline the intended sequencing of works</p>	<p>The development application is for a single land use being the Coles Supermarket to be constructed in one stage.</p>

<p>required for construction.</p>	<p>Extensive infrastructure (Weegool Road and upgrade to the signalised intersection) is required to be constructed for the Supermarket, also required under the Preliminary Approval DA/1008/2014. This application is to be conditioned consistently with the Other Change application to the Preliminary Approval to ensure that whichever development occurs first, the Weegool Road and intersection upgrade occurs prior to commencement of the first material change of use.</p>
<p>The proposal does not provide sufficient information with respect to providing architectural merit nor have the plans provided sufficient detail for Council to consider how the development will operate post construction.</p>	<p>The development’s design and functionality can be supported by the planning scheme and is further compliant with the preliminary approval (DA/1008/2014) Kirkwood Road Commercial Centre Code requirements. The building addresses Kirkwood Road, the car park and pedestrian access areas with a large awning/covered pedestrian area and glass entrance. A condition is imposed for the applicant to provided amended elevation plans (elevation 2 and 3) with public art/murals to the building façade and to pay tribute to the Gladstone Region. This will reduce bulk and scale of the large supermarket walls that have minimal articulation.</p>

Assessment:

The assessment is contained within Attachment 1.

Infrastructure Charges:

The levied charge has been calculated in accordance with the Gladstone Regional Council Adopted Infrastructure Charges Resolution (No 1) – 2015 Amendment No.3. The total levied charge is \$536,756.40 and is calculated in Attachment 2.

Queensland Human Rights Act 2019:

An assessment has been carried out against the 23 human rights which the *Queensland Human Rights Act 2019* protects. It is considered that the recommendation made herein does not jeopardise any human rights.

Anticipated Resolution Completion Date:

Upon approval, the proposal has a currency period of 6 years to be completed without any extensions.

Attachments:

1. Assessment, infrastructure charges, conditions of approval and statement of reasons
2. Development plans
3. Properly made submissions

G/4.3. GLADSTONE AQUATIC CENTRE - INVESTMENT OPTIONS FOR THE 50M POOL

Responsible Officer: General Manager Assets and Environment

Prepared By: General Manager Community and Lifestyle

Council Meeting Date: 5 May 2026

File Ref:

Purpose:

This report provides investment information for Councillors to consider the replacement of the 50m pool at the Gladstone Aquatic Centre.

Officer's Recommendation:

That the 50m pool at Gladstone Aquatic Centre be replaced with a 50 metre, 8 lane pool, built to World Aquatic Standards, including associated plant and equipment.

Summary:

The 50m pool at the Gladstone Aquatic Centre is nearing its end-of-life which typically for a public pool is approximately 50 years. This report considers options for the replacement of the 50m pool. Council's decision will inform a competitive tender process.

Link to Corporate Plan:

Delivering Value - We work efficiently to deliver value for your rates.

Background:

Council executed a detailed condition assessment for the 50m pool at the Gladstone Aquatic Centre in 2020 as the basis for prioritising future Capital Works required to bring these structures back to a safe and healthy status. The purpose of the condition report was to provide an indication of the suitability of the concrete shell for life extension, and to provide recommendations for remediation or monitoring. The conditional assessment highlighted that the pool joints had localised deterioration of the joint sealant, and the pool contained numerous de-bonded drummy sounding tiles and deteriorated tiles.

In September 2025 Council initiated ground penetrating radar (GPR) assessment of the Gladstone 50m pool. The purpose of the survey was to identify structural features, detect potential anomalies, and provide supporting data for capital project planning. The GPR survey has highlighted several voids under the concrete floor of the Gladstone 50m swimming pool. The central conduit, western beam, and southern beams consistently displayed stronger and more persistent voids, with deeper voids extending below the pool slab. These conditions are consistent with common challenges in ageing swimming pool structures, including moisture ingress, differential reinforcement, and construction variability.

In addition to above concerns the pool has also been experiencing substantial water losses through suspected piping leaks to and from the pool equipment (pumps, balance tank, filters etc). It is approximated losses are close to 20kl/day, with additional costs for top up water and chemicals required to address the issue.

With the continued deterioration of the concrete on the sides of the 50m pool, the structure is warping and subsequently tiles are breaking resulting in an increase in patron incidents.

Risk Management Summary:

Council’s risk appetite for Health Safety & Wellbeing is minimal with Council pursuing safe options that are low risk, applying reasonable practical and affordable measures to eliminate risk where possible. Council has an appetite for opportunities to improve the safety of community assets. As the condition of the pool deteriorates, the risk to the community increases.

Reputationally, Council has a measured risk appetite, and while it is likely that there will be negative feedback from residents and users of the 50m pool due to a prolonged closure, there are reputational risks associated with the pool remaining in use in the current condition.

Council has an open risk appetite for Service Delivery and is open to taking moderate risks to enhance service delivery and provide better community outcomes. While not a critical service, the pool is a valued community service. There will undoubtedly be a decrease in the level of aquatic centre services required to replace the 50 m pool. Officers are working with a new pool operator to ensure that there is fair and equitable use of the 25m heated pool throughout construction.

Council has a cautious risk appetite for environmental risks and a measured approach for regulatory and compliance risks. The 50m pool is currently losing 20Kl per day, and it is assumed that some of this water is draining to the stormwater drain. There is a risk that this will lead to environmental harm resulting in regulatory breaches.

The construction of a 50m pool is a significant financial investment. As part of Council’s Open appetite for financial risks, Council will tolerate calculated financial risks to deliver infrastructure and improve service delivery.

Options and Opportunity Analysis:

Two options for the replacement of the 50m pool have been identified:

1. An 8 lane pool constructed to World Aquatic Standards; and
2. A 10 lane pool constructed to World Aquatic Standards.

The two options are summarised below.

Option 1 – Like for like replacement

Project description:	50 metre, 8 lane pool, constructed to World Aquatic Standards.
Inclusions:	<ul style="list-style-type: none"> • Design • Demolition and disposal • 8 lane, pool shell and tiling • Pool furniture • Pipework • Balance tank, heater, filtration, pumps • Retractable shade cover • New water play park • Electrical upgrade • Solar installation
Cost	\$25,000,000
Duration to construct:	24 months
Risks:	<ul style="list-style-type: none"> • Impact to community with lack of access to 50 metre pool; • Reputation; • Inflation of costs (demolition, earthworks)

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Opportunities:	<ul style="list-style-type: none"> • Extensive asset life • Alignment with World Aquatic Standards • Better stewardship of community funds – investing in an asset that will have longevity rather than investing in an asset for short term gain. • Project could attract State or Federal government funding.
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Option 2 – Expanded footprint

Project description:	50 metre, 10 lane pool, constructed to World Aquatic Standards.
Inclusions:	<ul style="list-style-type: none"> • Design • Demolition and disposal • Earthworks • Retaining • 10 lane, pool shell and tiling • Pool furniture • Pipework • Balance tank, heater, filtration, pumps • Retractable shade cover • New water play park • Electrical upgrade • Solar installation
Cost	\$40,000,000
Duration to construct:	24-30 months
Risks:	<ul style="list-style-type: none"> • Impact to community with lack of access to 50 metre pool; • Reputation; • Inflation of costs (demolition, earthworks) • Significant cost increase for two lane increase
Opportunities:	<ul style="list-style-type: none"> • Extensive asset life • Alignment with World Aquatic Standards • Better stewardship of community funds – investing in an asset that will have longevity rather than investing in an asset for short term gain. • Project could attract State or Federal government funding.

Stakeholder Engagement:

Internal officers from Assets and Environment, Community and Lifestyle and People and Strategy have contributed to the development of options.

Financial and Resource Implications:

The proposed expenditure is not currently accommodated in Council’s Long Term Financial Plan. Council will be required to fund the replacement of the 50m pool and will seek funding opportunities should they become available.

The outcome of a competitive tender process will information whole of life costs for the asset allowing Council a further opportunity to consider their investment decision.

Anticipated Resolution Completion Date:

It is anticipated that a tender will be released by 30 September 2026.

Attachments:

Nil

G/4.4. REGIONAL ARTS DEVELOPMENT FUND ROUND 2 2025/2026**Responsible Officer:** General Manager Community and Lifestyle**Prepared By:** Manager Arts and Entertainment**Council Meeting Date:** 5 May 2026**File Ref:** CC7.16**Purpose:**

The purpose of this report is to seek Council endorsement of the Regional Arts Development Fund Committee's recommendations for projects submitted to Round Two 2025/2026.

Officer's Recommendation:

That Council accepts the recommendations of its Regional Arts Development Fund (RADF) Committee and approves funding to applications received for Round Two 2025/2026 as detailed in the table below.

Applicant / Organisation	Project Title	Recommended Amount
William Debois	The Sock Puppet Project – Consultation and Trial	\$11,249.00
Sarah Hayes	Gladstone Dance Festival	0.00
Christina Bull	My Cover Girl – Music Video Clip	0.00
FESTURI Multicultural Celebration Inc	FESTURI – Multicultural Festival	0.00
Dana Zoeke	Chrysalis: Creative Expression Within	0.00
Agnes Conservation Community	1770 Rainbow Bee-eater Community Mural Project	\$5,500.00
Make and Mend Agnes Water	Handmade in the Region: Stories of Salt & Sand Arts Activation Program	\$19,242.85
Heart of Agnes Community Association Inc	The Agnes Time Capsule Documentary	\$18,241.23
Jen Hollstein	Living Layers Residency	\$7,558.18
Miss Kelli-Anne Jackson	Let it Out: Healing Through Creative Experimentation	0.00
Miss Stel Ravenswood (Kristel Kelly)	Concept Development: Functional Arts Mentorship	0.00
Total Funding Recommended		\$61,791.26

Summary:

The Regional Arts Development Fund (RADF) and the funding partnership offered by Arts Queensland is an important component of arts and culture development in the Gladstone Region. The applications received were generally of a high quality and demonstrated alignment to the RADF priorities.

Link to Corporate Plan:

Accountable Council - We are providing good stewardship built on a foundation of trust.
 Connecting Communities - We work with you and for you, supporting the success of our communities.

Background:

RADF is a Queensland Government and Gladstone Regional Council partnership to support local arts and culture in Regional Queensland. Local arts, cultural groups, and individuals can apply for funding for short-term projects during two rounds each year in March and August.

In Round Two 2025/2026, 11 applications were received, requesting \$121,794.83. At the RADF Committee meeting held 2 April 2026, two of the 11 were recommended for full funding, and three of the remaining were recommended for partial funding totalling \$61,791.26.

Applicant	William Debois
Project Title	The Sock Puppet project – Consultation and trial
Project Description	The Sock Puppet Project is creative initiative, designed to engage children (4–15) to explore wellbeing through sock puppet making and storytelling. Guided by Australian Research Alliance for Children and Youth (ARACY)’s <i>The Nest</i> framework. Artists Jenny Fournier and William Debois will leverage their experience in community-focused projects to create a playful, safe space for children to share their stories. In a sock puppet workshop, children will craft unique puppets and use them as avatars in video interviews, answering questions based on The Nest domains. Anonymous puppet-led interviews will capture children’s perspectives, informing the development of creative resources and a proof-of-concept report to support future child wellbeing initiatives.
Total Project Value	\$14,711.00
Total Funding Requested	\$11,349.00
Recommended Funding	\$11,249.00 Partial Funding Recommended
Comments	\$100 of catering removed from the funding, as it is an ineligible expense.

Applicant	Sarah Hayes
Organisation	Gladstone Dance Festival
Project Title	Gladstone Dance Festival
Project Description	The Gladstone Dance Festival is a long-standing community dance eisteddfod held annually in Gladstone and has proudly supported local dancers since 1993. The festival provides an inclusive, affordable, and professionally run performance opportunity for dancers of all ages and abilities, with sections ranging from Tiny Tots through to senior performers across multiple dance styles including ballet, jazz, tap, lyrical, contemporary, hip hop, national, and novelty. The event aims to celebrate and

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	showcase local talent, encourage artistic development, and foster confidence, discipline, and creativity in young people through the performing arts. By providing a structured and supportive performance environment with qualified adjudication, the festival offers dancers constructive feedback that supports both technical improvement and personal growth. The Gladstone Dance Festival also plays a significant role in strengthening community connection. It brings together local dance schools, families, volunteers, educators, and audiences, while generating positive social and economic benefits for the region through venue use, local services, and visitor attendance. As a not-for-profit, volunteer-run event, the festival is committed to keeping participation accessible and ensuring that regional dancers have the same opportunities as those in metropolitan areas. Overall, the festival aims to sustain and grow the performing arts in the Gladstone region, support youth engagement and wellbeing, and continue a proud cultural tradition that has enriched the local community for more than three decades.
Total Project Value	\$12,000.00
Total Funding Requested	\$2,500.00
Recommended Funding	Not recommended for funding
Comments	This is a fantastic community initiative, and one that we would love to see supported. The recommendation was based on ineligibility to receive funding under the RADF guidelines, as the event had already commenced in March, and prior to the round being closed. As there are areas that fall within development, this could be considered in future rapid rounds, or future funding rounds, we hope to see this application again.

Applicant	Christina Bull
Project Title	Music Video Clip "My Covergirl"
Project Description	<p>Christina Bull is a 51-year-old local artist who has rebuilt her life and creative career following a serious car accident eight years ago that ended her long-term corporate career. Returning to her musical roots, she has recently recorded and released her first single, "My Covergirl," produced locally at High Lion Studio.</p> <p>The applicant is seeking support to produce a music video for the song in Gladstone, celebrating local women, resilience and community connection. The concept centres on an older woman comparing herself to a magazine cover model, before realising that true beauty comes from character, confidence and heart.</p> <p>The video would feature the local Friday line dancing group at the Gladstone CWA Hall, incorporating a custom line dance created for the song by local participant Glenna Stewart. The applicant also hopes to include daughters and granddaughters to showcase beauty, strength and connection across generations.</p> <p>The project will engage regional creatives through the use of a local or Central Queensland videographer and will create a professional promotional asset to accompany the song's upcoming radio release. Beyond supporting an emerging independent artist, the project celebrates wholesome storytelling, country community values and the significant contribution local women have made to the Gladstone Region.</p>

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Total Project Value	\$4,920.00
Total Funding Requested	\$4,920.00
Recommended Funding	Not recommended for funding
Comments	<p>The RADF Committee felt the application may have been strengthened through engagement with a mentor to further develop the project concept and improve alignment with funding objectives. The submission lacked supporting documentation, including letters of commitment or support, artist CVs and evidence of confirmed project partnerships. The request was also a full funding application for what was primarily viewed as a personal development opportunity.</p> <p>The RADF Committee noted the concept has potential community value, however it may be better suited to an out of round development application to support initial groundwork, such as line dancing workshops, concept development and partnership building. Once the project objectives, delivery approach and demonstrated community reach are more clearly established, the applicant may be better positioned to submit a future project grant application.</p>

Applicant	FESTURI – Multicultural Festival
Project Title	Waterview Winter Music Festival
Project Description	<p>Waterview Winter Music Festival is a three-day live music and cultural event to be delivered at Baffle Creek Retreat. The festival will feature a curated program of music, cultural performances, and interactive workshops, encouraging active community participation through activities such as drum circles, weaving, and family-friendly experiences.</p> <p>The project aims to support regional arts development by creating paid opportunities for local artists, cultural practitioners, and suppliers, with RADF funding directed specifically toward engaging Gladstone Region creatives. Delivered by DC World Entertainment in partnership with Baffle Creek Retreat, and in collaboration with local organisations including the Gladstone Multicultural Association, the festival will promote cultural diversity, community connection, and regional visitation.</p> <p>The event is designed to be inclusive and accessible, leveraging its natural riverside setting to enhance placemaking and provide a unique cultural tourism experience, while strengthening local creative capacity and access to arts and culture.</p>
Total Project Value	\$139,954.68
Total Funding Requested	\$10,000.00
Recommended Funding	Not recommended for funding
Comments	<p>The RADF committee requested further evidence of quotes for the artist workshops, allowing the application to align with eligible funding categories. Funding would also be subject to the temporary land use permit approvals. This application was supported conditional to the request for this evidence. Without the evidence provided and limited funding to allocate, we prioritised funding requests that had supporting documentation aligning them to the fund assessment criteria to a higher merit. We also note there has been a recent advertised date change to the Festival.</p>

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Applicant	Dana Zoeke
Project Title	Chrysalis: Creative Expression Within
Project Description	<p>This project supports an emerging local artist to develop a sustainable creative practice informed by lived experience of disability and neurodiversity. Following significant changes to their mobility, communication, and capacity to participate in community life, the artist has utilised creative expression as a means of rebuilding identity, connection, and purpose.</p> <p>Building on a recent costume work exploring themes of resilience, adaptability, and movement, the project will focus on the research and development of wing-based artworks over a 12-month period. This includes exploring techniques across wearable art, sculptural design, and performance, with a focus on accessibility, sensory engagement, and embodied expression.</p> <p>The project will also support the artist to build technical skills through local training and workshops, while developing knowledge in arts practice, collaboration, and creative business. Grounded in personal experience, the work aims to contribute to broader conversations around inclusion, identity.</p>
Total Project Value	\$26,559.00
Total Funding Requested	\$8,000.00
Recommended Funding	Not recommended for funding
Comments	The RADF Committee felt there was uncertainty with regards to the alignment to funding categories selected, specifically Events/Festivals. Lacking evidence of a project start and end, with no indication of a timeline or structure for key deliverables. It was felt the application was more geared towards individual development, in hopes these learnings and outcomes can be passed on later, however it was not clear what the lifecycle beyond the professional development would achieve. Funding requests for personal and professional capacity building workshops may be better aligned to rapid or out of round.

Applicant	Agnes Conservation Community
Project Title	1770 SES Stage Rainbow Bee-eater Community Mural Project
Project Description	<p>Agnes Conservation Community proposes to refresh the existing mural at the 1770 SES Grounds, originally painted by Bettina Van Haeften, using the current artwork as a backdrop for a new contemporary mural depicting the migratory and breeding cycle of the Rainbow Bee-eater. As one of the largest recorded nesting sites for this species in Australia, the site provides a unique opportunity to deliver a visually engaging artwork that also interprets its ecological significance.</p> <p>The project will be delivered as a community-based initiative led by a professional mural artist, who will then mentor up to three local emerging artists. Two artists have been invited to undertake site visits and concept workshops, with the final selection being based on design quality and alignment with the project vision. Prioritising an experienced lead artist will ensure a high-quality, durable outcome, reduce project risk, and maximise long-term cultural and tourism value.</p> <p>The mural will be completed over two to four days and will provide practical skills, development in design, planning and large-scale public art delivery for local</p>

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	<p>participants, strengthening regional creative capacity.</p> <p>The completed artwork will act as a permanent interpretive feature, increasing awareness of the Rainbow Bee-eater and encouraging respectful visitation during nesting season. It aligns with Council’s Visitor Economy Strategy by delivering a distinctive, place-based experience in a high-use visitor location, enhancing the experience for the approximately 347,000 annual visitors to Agnes Water and 1770.</p> <p>Planning will commence in June 2026, with installation completed by 1 September 2026 ahead of nesting season. A coordinated launch and promotional campaign will further support eco-tourism outcomes and strengthen the region’s cultural identity.</p>
Total Project Value	\$24,378.00
Total Funding Requested	\$10,564.00
Recommended Funding	<p>\$5,500.00 Partial Funding recommended</p> <p>Breakdown: (\$1,500.00 per artist design concept = \$3000) (\$2,500 for consultation and final scope creation)</p>
Comments	<p>Partial funding was awarded for consultation and design based on NAVA rates for concept design and scope, the RADF Committee felt that this should be done in stages, ensuring this is a positive message through the community as there were some hesitations that this may be a controversial topic, and to align it with community healing and involvement. Once concept designs are obtained, this will need to be approved by Council under the public art policy, and then it is suggested the additional funds applied for in a second stage for the finalisation of the mural delivery.</p>

Applicant	Make And Mend
Project Title	Make and Mend Agnes Water
Project Description	<p>Handmade in the Region, Arts Activation Program is a curated community arts initiative led by Make & Mend Agnes Water during the 1770 Festival on 23 to 24 May 2026.</p> <p>The project will engage 11 regional artists across a range of disciplines including visual arts, fibre art, performance, storytelling, wearable art, edible art and creative workshops. Delivered through four tented activation spaces, the program combines structured small-group workshops, open-access drop-in experiences and artist retail/showcase opportunities.</p> <p>By being embedded within an established regional festival, the initiative will provide broad community access to arts participation, reaching families, young people, older residents and visitors. The program supports regional artists through paid opportunities, increased exposure and direct engagement with audiences, while contributing to a vibrant festival atmosphere aligned to the theme Stories of Salt & Sand.</p> <p>The project demonstrates strong local collaboration between Make & Mend Agnes Water, participating artists and festival organisers, while strengthening the Discovery Coast creative sector. Legacy outcomes include a collaborative artwork for ongoing public display and professional photo/video assets for each artist to support future promotion, portfolio development and long-term sustainability.</p>

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Total Project Value	\$29,269.23
Total Funding Requested	\$19,242.85
Recommended Funding	\$19,242.85 Full Funding Recommended
Comments	Great application, strong alignment to assessment criteria

Applicant	Heart of Agnes Community Association Inc
Project Title	The Agnes Time Capsule Documentary
Project Description	<p>The Agnes Time Capsule Documentary is a medium-length film focused on the iconic Australian town of Agnes Water-1770; providing a modern-day snapshot of the rapidly changing Queensland community that echoes the experience of so many other rural towns.</p> <p>A collaborative grassroots project involving many local and regional contributors, the fly-on-the-wall documentary serves as a visual marker in time through a historic period of change; a true record of one QLD community's profile and progress in 2026, while preserving the unique Australian stories and heritage of those involved in the town's formation.</p> <p>The Agnes Time Capsule Documentary is more than a film; it's a celebration of what makes this town extraordinary. It captures the diversity, resilience and strong community identity that has shaped Agnes Water-1770, while sounding a gentle alarm; rapid change threatens to erase the memories and values that define this special place.</p>
Total Project Value	\$49,430.00
Total Funding Requested	\$20,800.00
Recommended Funding	\$18,241.23 Partial Funding Recommended
Comments	This is stage 3 and the final stage of the Documentary production, the RADF Committee felt it important that we support the project in its final stage, noting that all other stages have been completed and project continues to move forward. There were some deductions for ineligible funding, totalling \$1000 in catering, and an adjustment of the calculated project management fees from the requested \$3,600 to \$2,041.23, based on alignment with NAVA rates.

Applicant	Jen Hollstein
Project Title	Living Layers Residency
Project Description	<p>Living Layers Residency is a two-part creative development and community engagement project based in the Gladstone Region.</p> <p>The project includes a nature-based residency where the artist will develop new large scale tapestry artworks and soundscapes through embodied movement research and place-responsive practice across local natural environments.</p> <p>A second phase will deliver six subsidised community workshops that are trauma-</p>

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	<p>informed and neuro-affirming, combining movement, sound, reflective writing and collaborative art experiences.</p> <p>Funding will support artist fees, delivery costs and the purchase of a reusable silent audio headset system that improves accessibility and provides long-term value for future regional arts activities. The project is also strengthened through in-kind artist contributions and aims to build contemporary arts practice, accessibility and community connection in the region.</p>
Total Project Value	\$27,272.73
Total Funding Requested	\$9,958.18
Recommended Funding	\$7,958.18 Partial Funding Recommended
Comments	The RADF Committee supported the application, however it was noted that this is geared towards the individual growth and development of the artist, and their current business. Within the application there was a projected revenue of \$2,400 in ticket sales and this was removed from the total funding request to reflect the income not declared within the application budget.

Applicant	Miss Kelli-Anne Jackson
Project Title	Let It Out: Healing through Creative Experimentation
Project Description	<p>Let It Out is a creative development project supporting an artist transitioning into a new phase of practice following significant changes in their physical, mental and personal wellbeing after a professional career in photography.</p> <p>The project proposes the development of a cohesive body of work exploring themes of healing, identity, neurodivergence, trauma and disability through a multi-modal creative process. Proposed mediums include digital art, painting, journaling, storytelling, movement and music.</p> <p>The applicant also identifies future goals of establishing a sustainable arts practice through exhibiting work and generating income through original artworks, prints and merchandise that raise awareness and encourage conversation around lived experience.</p>
Total Project Value	\$29,183.80
Total Funding Requested	\$7,924.00
Recommended Funding	Not Recommended for funding
Comments	<p>The RADF Committee acknowledged the personal significance of the proposal and recognised the potential value of creative practice as a pathway for expression, healing and future career development.</p> <p>However, the RADF Committee noted the application was strongly centred on personal exploration, therapeutic process, experimentation and the establishment of a future income generating practice. These elements align primarily with individual professional development and business readiness outcomes rather than clearly defined public project delivery.</p>

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	The RADF Committee considered the proposal may be better suited to an out of round development application to support mentoring, portfolio development, business planning, exhibition preparation or skills development. Following this groundwork, a future project grant application may be strengthened through clearer public outcomes, confirmed presentation opportunities, community engagement components and demonstrated project readiness.
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Applicant	Miss Stel Ravenswood (Kristel Kelly)
Project Title	Concept Development: Functional Arts Mentorship Enterprise
Project Description	<p>Functional Arts Mentorship Enterprise is a concept development proposal to investigate a future program that would engage disenfranchised young people in creating functional public art for installation within the local community, supported through mentorship from local artists.</p> <p>The project would involve research, consultation and stakeholder engagement to produce a detailed project plan. Proposed outputs include engagement processes for young participants, public art requirements, potential sites and themes, partnership opportunities, artist mentor availability, material reuse opportunities, pilot program budgets, timeframes and risk assessment documentation.</p> <p>The concept seeks to explore pathways for youth engagement, creative skill development, community connection and future placemaking outcomes through a pilot public art initiative.</p>
Total Project Value	\$25,059.10
Total Funding Requested	\$17,166.80
Recommended Funding	Not Recommended for Funding
Comments	<p>The RADF Committee recognised the strong social intent of the proposal and the potential long term value of combining youth engagement, artist mentoring and public art outcomes.</p> <p>However, the application is primarily focused on planning and concept development and is better aligned to development based funding pathways.</p> <p>The RADF Committee also noted that Gladstone Regional Council is currently progressing broader public art strategic planning, with the Gladstone Public Art Masterplan yet to reach consultation. It was considered important that any pilot initiative align with this work to avoid duplication of consultation and ensure a coordinated approach to future public art priorities.</p> <p>The RADF Committee considered the proposal may be stronger as a future application once strategic planning is further advanced and project partnerships, sites and delivery outcomes are more clearly defined.</p>

Risk Management Summary:

Applications for RADF are administered through the online portal – Smarty Grants. The Smarty Grants online portal allows for a more transparent scoring and commentary process for the RADF Committee.

The RADF Committee has independently assessed the Round Two 2025/26 applications and made recommendations to Council based on pre-set assessment criteria.

The RADF Committee meets following independent assessment to collectively outwork any conditional funding, and ensure decisions are collectively agreed.

Options and Opportunity Analysis:

The RADF Committee is committed to the development of arts and culture in the region and recognise that the fund is a development fund. It is important however that good governance principles are maintained when assessing applications.

The recommendations made to Council are aligned with the fund's guidelines, criteria, and outcomes. Council could choose to fund projects that were not recommended for funding by the RADF Committee, however this may impact reputational risk and the integrity of the program.

Stakeholder Engagement:

The RADF Committee met on Thursday 2 April 2026. The RADF Committee were all in agreement regarding the recommendations made to Council in this report.

Legal and Regulatory Implications:

The RADF Committee has no legislative standing under the Local Government Act 2019 or Local Government Regulation 2012. Council endorsement of funding recommendations is required. RADF is a financial partnership between the Queensland Government (Arts Queensland) and Gladstone Regional Council to support local arts and culture in regional Queensland. RADF is informed by Council's Arts and Culture Policy and bound by the Regional Arts Development Fund Terms of Reference.

Financial and Resource Implications:

RADF is a financial partnership between the Queensland Government (Arts Queensland) and Gladstone Regional Council.

The current reported position for the Regional Arts Development Fund is \$68,022.04

Should Council adopt the officer's recommendation, and award \$61,791.26 in funding, the remaining RADF allocation balance will total \$6,230.78.

If unspent these funds will be allocated to the remaining Public Art Master Plan Consultation fees, with a zero dollar carry over.

Anticipated Resolution Completion Date:

22 May 2026

Attachments:

Nil

G/5. COUNCILLORS REPORT

G/6. URGENT BUSINESS

G/7. NOTICE OF MOTION

G/8. CONFIDENTIAL ITEMS